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Message Text

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61
ACTION EA-14

INFO OCT-01 ISO-00 CAB-09 CIAE-00 COME-00 DODE-00 DOTE-00

EB-11 INR-10 NSAE-00 RSC-01 FAA-00 SAJ-01 ACDA-19

OMB-01 PM-07 H-03 L-03 NSC-07 PA-04 PRS-01 SP-03

SS-20 USIA-15 NIC-01 DRC-01 /132 W
---------- 113595
R 060230Z APR 74
FM AMEMBASSY TOKYO
TO SECSTATE WASHDC 1114
INFO AMEMBASSY TAPPEI
AMCONSUL HONG KONG
USLO PEKING
CINCPAC HONOLULU HI

C O N F I D E N T I A L TOKYO 4573

NOFORN

CINCPAC FOR PLAD

E.O. 11652: GDS
TAGS: ETRN, PFOR, CH, TW, JA
SUBJ: SINO-JAPANESE AVIATION NEGOTIATIONS

REF: A. TOKYO 4207
B. STATE 67527

SUMMARY: FONOFF CHINA DIV DEP HEAD OGURA BRIEFED EMB ON AVIATION NEGOTIATIONS WITH PEKING AND TAIWAN. OGURA NOTED THAT FONMIN OHIRA HAD SPECIFICALLY DIRECTED THAT USG BE FULLY APPRISED OF NEGOTIATIONS WHICH HE REGARDS AS IMPORTANT FOR RELATIONS BETWEEN JAPAN, PRC, TAIWAN, AND US. GOJ HOPES TO SIGN AGREEMENT WITH PEKING BY END OF NEXT WEEK AND MOVE TO EARLY RATIFICATION. TAIWAN ASPECT STILL UNSETTLED BUT GOJ HOPEFUL TAIPEI WILL NOT BALK AT ARRANGEMENTS WHICH SAFEGUARD TAIWAN'S INTERESTS. END SUMMARY.
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1. FONOFF CHINA DIV DEP HEAD OGURA BRIEFED EMB ON STATUS OF AVIATION NEGOTIATIONS WITH PRC AND TAIWAN. OGURA PREFACED REMARKS SAYING THAT FONMIN OHIRA HAD PERSONALLY DIRECTED THAT AMB YASUKAWA INFORM US OF STATUS NEGOTIATIONS WITH PEKING AND GOJ PLANS FOR MOVING AHEAD WITH CONCLUSION OF PACT WITH PRC (REF B). OGURA SAID FONMIN WANTED US INFORMED SINCE AVIATION AGREEMENT IMPACTED ON PRC-JAPAN, JAPAN-TAIWAN, AND JAPAN-US RELATIONS AS WELL AS JAPAN'S DOMESTIC SITUATION.

2. ALTHOUGH PRINCIPLES AND TECHNICAL DETAILS HAVE YET TO BE AGREED UPON WITH PEKING, FONOFF HOPES AVIATION AGREEMENT CAN BE SIGNED BY END OF NEXT WEEK. THEREAFTER, AFTER LDP CLEARS AGREEMENT, RATIFICATION IN DIET SHOULD REQUIRE NO MORE THAN FOUR DAYS, ACCORDING TO OGURA, SINCE ALL OPPOSITION WELCOMES ITS CONCLUSION. OGURA NOTED THAT IF TAIWAN BALKS AND IS SUPPORTED BY SEIRANKAI AND OTHERS IN LDP, A CRISIS COULD ERUPT BUT FONOFF SEEMS TO BE COUNTING ON PRIMIN TANAKA, WHO TOLD DIET MARCH 29 HE WOULD ASSUME HIS PARTY LEADERSHIPRESPONSIBILITIES IN THIS REGARD, TO DISCIPLINE LDP. OGURA NOTED THAT FINMIN FUKUDA'S CAUTIONARY REMARKS TO PRESS WERE NOT UNWELCOME SINCE EVEN FUKUDA CONCEDED THAT NEGOTIATIONS WITH PRC WOULD AND SHOULD BE PUSHED TO CONCLUSION. (REMARKS REPORTED SEPTEL).

2. OGURA, WHO CHARACTERIZED RECENT PRESS REPORTS OF CURRENT NEGOTIATIONS IN PEKING AS TO OPTIMISTIC, HIMSELF PROVIDED AN OPTIMISTIC VIEW OF PROSPECTS FOR EARLY CONCLUSION OF AN AGREEMENT. HE SAID THAT TO END OF LAST WEEK PRC HAD BEEN UNWILLING DISCUSS TECHNICAL DETAILS OF AIR AGREEMENT PENDING SOLUTION OF PROBLEM OF PRINCIPLES. WHEN NEW ROUND OF DISCUSSIONS STARTED PRC OFFICIALS APPEARED BELIEVE GOJ ATTEMPTING BACK AWAY FROM OHIRA AGREEMENT. FOLLOWING GOJ PRESENTATION OF ITS POSITION AND SOME DISCUSSION, PRC AGREED TO STUDY GOJ PROPOSALS UNDER SIX POINT PLAN. GOJ NOT AWARE AT THIS TIME AT WHAT LEVEL OF PRC PROPOSALS BEING STUDIED. SUDDENTLY, AT END OF LAST WEEK PRC ALSO AGREED BEGIN DISCUSSION OF TECHNICAL DETAILS OF AGREEMENT.

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3. OGURA SAID THAT AT PRESENT TIME NGOTIATORS HAD COVERED ABOUT TWO THIRDS OF ARTICLES OF AGREEMENT AND HE THOUGHT THEY WOULD FINISH INITIAL REVIEW OF ENTIRE AGREEMENT AND ANNEXES TODAY AND TOMORROW. HE NOTED ONE OF DIFFICULTIES WAS OVER WAY IN WHICH BEYOND POINTS WOULD BE DECIDED. PRC HOLDING OUT FOR ONE-FOR-ONE EXCHANGE WHILE GOJ WISHES INTRODUCE CONEPT OF ECONOMIC VALUE. PRC OFFICIALS HAVE SAID THEY UNDERSTAND GOJ POSITION BUT HAVE GIVEN NO

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INDICATION OF WHETHER THEY WILL AGREE TO IT. ADDITIONAL COMPLICATION IS PRC REQUEST FOR OSAKA RIGHTS. GOJ READY TO AGREE IN PRINCIPLE, BUT UNABLE TO MAKE COMMITMENT ON TIMING OF IMPLEMENTATION DUE PROBLEMS OF NOISE AND FREQUENCIES WHICH IT FACES WITH RESIDENTS AROUND OSAKA AIRPORT. FINAL POINT, WHICH NOT PROBLEM FOR GOJN, IS PRC DIFFICULTY IN BEING SPECIFIC ON BEYOND POINTS. GOJ PREPARED GRANT NEW YORK, IF REQUESTED, OR SETTLE FOR VAGUE WORDING.

4. OGURA NOTED THAT ONE FACTOR COMPLICATING NEGOTIATIONS IS THAT THEY ARE BEING CONDUCTED IN ENGLISH AT PRC REQUEST. THIS DESPITE FACT THAT GOJ SIDE HAS CHINESE CAPABILITY. INITIALLY GOJ HAD THOUGHT ENGLISH WOULD SPEEK NEGOTIATIONS, BUT IT NOW BELIEVES THAT USE OF FOREIGN LANGUAGE BY BOTH SIDES ONLY ADDING TO DIFFICULTIES. ADDITIONAL PROBLEM IS FACT THAT WHILE GOJ TEAM PREPARED SPEAK ON ALL ISSUES, PRC SIDE MUST OFTEN DEFER ANSWER PENDING REVIEW BY OFFICIAL NOT PRESENT.

5.DESPITE FACT THAT FIRM AGREEMENT ON PRINCIPLES AND TECHNICAL DETAILS NOT YET ACHIEVED, OGURA STATED VIEW THAT AGREEMENT COULD BE COMPLETED AND SIGNED BY NEXT WEEK. HE SAID HE THOUGHT IT MOST UNLIKELY THAT INITIALLING STAGE WOULD BE USED, BUT RATHER SIGNING WOULD BE DONE BY GOJ REPRESENTATIVE IN PEKING.

6. ON RELATED TOPIC OF AIR ARRANGEMENTS WITH TAIWAN, OGURA SAID HE WAS NOT AWARE OF CONTENTS OF RECENT TALKS BETWEEN JAL AND CAL, BUT TOOK SUCH TALKS AT THIS TIME AS POSITIVE SIGN. HE QUALIFIED THIS BY POINTING OUT THAT CAL HAD IN PAST BEEN MORE RECEPTIVE TO GOJ PROPOSALS THAN HAD ROC. HE SAID THAT, WITH PROGRESS ON GOJ/PRC TALKS, IT ONLY
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NATURAL THAT AIRLINES BEGIN EXPLORE MEASURES TO BE TAKEN IN FUTURE. HE ADDED THAT GJ HAD AS YET NOT RECEIVED RESPONSE TO ITS POSITION AS GIVEN TO ROC BY ITAGAKI. HE ADDED THAT CONCLUSION OF AIR AGREEMENT WITH PRC WOULD NOT MEAN THAT FLIGHTS TO TAIWAN WOULD STOP AT TIME OF RATIFICATION. UNDERSTANDING WAS THAT JAL WOULD NOT FLY TO TAIWAN ONCE SERVICE TO PEKING INITIATED. THUS JAPAN WOLD HAVE SOME TIME TO CONTINUE WORK ON TAIWAN PROBLEM FOLLOWING CONCLUSION OF AIR AGREEMENT WITH PRC BUT BEFORE ACTUAL FLIGHTS TO PEKING BEGIN.

7. COMMENT: FONOFF APPEARS MORE OPTIMISTIC ON PROSPECTS FOR EARLY CONCLUSION OF CIVIL AIR AGREEMENT THAN AT ANY TIME IN PAST AND RELATIVELY RELAXED ON QUESTION OF TAIWAN. WHILE NOT RULING OUT POSSIBILITY OF LDP INTERNAL CLASH

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OVER AGREEMENT WHEN PRESENTED TO DIET, EMBASSY BELIEVES
THAT PROSPECTS FOR SERIOUS CONFRONTATION GREATLY DE-
CREASED BY FIRM POSIION BEING TAKEN BY TANAKA.
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Copy: SINGLE
Draft Date: 06 APR 1974
Decaption Date: 01 JAN 1960
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